

Planning Commission Staff Report

File # 21C26 – CUP-000601-2026

**Public Hearing and Consideration of a
Nonadministrative Conditional Use Permit to Operate a
Secondhand Good Store at 2238 W. 5400 S. in
Taylorsville, Utah.**



Department of Community Development

Date:	May 4, 2026
Meeting Date:	May 12, 2026
Agenda Item:	Public Hearing and Consideration of a Nonadministrative Conditional Use Permit to Operate a Secondhand Goods Store at 2238 W. 5400 S. in Taylorsville, Utah.
Subject Property Address:	2238 W. 5400 S.
Applicant:	Johanna Durham
Applicant Agent:	na
Author:	Terryne Bergeson, Planner II
Parcel #:	21094770380000
Applicable Ordinances:	Including, but not limited to Chapter 13.08, 13.23, 13.33
Agenda Item #:	4

Attachments:

Exhibit A: Zoning Map
Exhibit B: General Plan Map
Exhibit C: Subject Property

Exhibit D: Vicinity Map
Exhibit E: Owner Affidavit
Exhibit F: Business Plan
Exhibit G: Floor Plan
Exhibit H: Site and Interior Photos

Summary:

Johanna Durham and her team have been operating their business, Secondhand Salamander, online and at farmer’s markets. The owners have identified a location in Taylorsville and Ms. Durham has been in contact with city staff regarding processes and requirements. The proposed business will accept and resell craft donations and provide onsite classes once the operations at the brick and mortar location become more established. Staff reviewed the proposed operations and determined that the description most closely aligns with the definition of a secondhand goods store, which requires approval of a nonadministrative conditional use permit in the Limited Commercial zone, according to §13.08.020(E).

Site Description

The proposed business will be located in the center building of the Marvin’s Garden Plaza at 2220-2250 W 5400 S. The space is approximately 1,000 square feet and shares parking and access with the other businesses at this location. The building is located approximately 55 feet from the rear property line that borders residential. The rear buffer between building and property line contains additional parking and rear business access for employees and deliveries.

North	South	East	West
Single-Family Residential and Open Space (R-1-7, OS)	5400 South	Limited Commercial (LC)	Limited Commercial (LC)

General Plan Analysis

The subject property is designated as “Commercial Corridor” on the General Plan (Future Land Use) Map. The General Plan includes the following statement describing the designation (pg 3-26):

“Primary retail and service uses intended to serve the needs of the community at large, such as grocery stores, restaurants, retail, and service retail uses.”

The request is consistent with the intended uses identified for the Commercial Corridor classification.

Land Development Code Analysis

The primary operation of the business will be the collection and resale of used craft supplies. Staff determined the use type that most closely aligns with the operation plans is secondhand goods store, defined in §13.36.200 as follows:

“Any business which is engaged in the purchase, barter, exchange, or sale of any secondhand merchandise or which deals in secondhand goods, excluding businesses dealing in used motor vehicles and trailers and pawn shops. Typical businesses in this definition are thrift stores, used clothing stores, etc.”

This use in the Limited Commercial zone requires the approval of a nonadministrative conditional use permit. Chapter 13.33 provides the general

criteria for review and conditional approval for uses of this nature. The planning commission has the authority to review and impose conditions (described in [§13.33.050](#)) to mitigate specific impacts, below:

A. Equivalent To Permitted Use: Any detrimental impacts or effects from the proposed use on any of the following shall not exceed those that could reasonably be expected to arise from a use that is permitted in the district:

Code Reference	Review Criteria	Staff Analysis
13.33.040(A)(1)	The health, safety, and welfare of the city and its present and future inhabitants and businesses.	(Discuss)
13.33.040(A)(2)	The prosperity of the city and its present and future inhabitants and businesses.	Complies
13.33.040(A)(3)	The morals, peace and good order, comfort, convenience, and aesthetics of the city and its present and future inhabitants and businesses.	Complies
13.33.040(A)(4)	The tax base.	Complies
13.33.040(A)(5)	Economy in governmental expenditures.	Complies
13.33.040(A)(6)	The state's agricultural and other industries.	Complies
13.33.040(A)(7)	The urban and nonurban development.	Complies
13.33.040(A)(8)	Access to sunlight for solar energy devices.	Complies
13.33.040(A)(9)	Property values.	Complies
13.33.040(C)	The proposed conditional use shall promote and conform with the objectives of the general plan and shall not limit the effectiveness of land use controls, promote blight, or injure property values.	Complies

Staff reviewed the business plan (Exhibit F), floor plans (Exhibit E), and supplemental information provided by the applicant. Few potential impacts were identified, however, one that may arise from a secondhand goods store that would not otherwise be generated by permitted uses (such as retail or office), may be related to the drop-off or accumulation of donation materials. The applicant stated the following regarding drop-off:

“For drop off, people are allowed to drop off donations during our operating hours with no drop offs after hours. They'll need to check in at the front desk first, then an employee or volunteer will take their donation through the back door and into our donation sorting area”.

While the owners' plans provide a solution to prevent donation materials from accumulating outside and impacting surrounding businesses, staff recommend a condition that the applicants post signage that inform potential customers that after-hour donations will not be accepted and may lead to citations for either the business or the donor. A condition is also included intending to ensure that if additional trash service is needed for the site, business owners work with the property owners or representatives to ensure that all businesses can properly dispose of their waste to not create spillovers and odor disturbances to the adjacent

residences. The conditions are permitted under §13.33.050(J) which allows conditions intended to minimize possible nuisance factors, in this case, donated items.

Additional customers will visit the business when the future classes begin, but staff do not anticipate noise or traffic impacts related to the types of classes. The property is located within 250 feet of residential and would need an additional conditional use permit review if the owners were seeking to operate past 10 pm. Proposed hours are Wednesday-Friday 1 pm- 8 pm and Saturday 10 am- 5 pm. At this time staff do not recommend any conditions related to the hours of operation but have informed the applicants that a change to hours of operation may require another review by the planning commission if this were to change.

Public Comment

A public notice was sent to all affected entities and residents within 300 feet of the property on April 28, 2026. As of May 7, 2026, no comments have been received.

Findings

1. The subject property is located at 2238 W 5400 S.
2. The property is designated as Commercial Corridor on the city's General Plan Map.
3. The property is in the Limited Commercial zone.
4. A secondhand goods store is permitted in the Limited Commercial zone with the approval of a nonadministrative conditional use permit.
5. The proposed use is consistent with uses allowed in the underlying zone and General Plan map designation.
6. Johanna Durham has applied for a nonadministrative conditional use permit to operate a secondhand goods store at the above location.
7. The property is owned by Sarah, Aaron, Michael and Brenda Goldberg. Aaron Goldberg has signed a property owner affidavit granting permission for the request at this location.
8. Staff have determined that detrimental impacts greater than a regularly permitted use may be related to accumulation of donated supplies.
9. §13.33.050(J) allows the approval authority to impose conditions intended to mitigate nuisance factors.
10. Staff recommend two conditions related to the accumulation of items outside of the building.
11. The planning commission is the approval authority for all nonadministrative conditional use permits.

Conditions of Approval

Staff recommends the following conditions of approval:

1. To prevent outdoor storage and accumulation of donation supplies, the applicant shall ensure that patrons are informed of drop-off hours and procedures by use of signage and/ or other communications.
2. Waste shall be properly disposed; should the use create a need for additional waste pickup services, the applicants shall coordinate with property owners to avoid accumulation of trash and debris.
3. The applicant shall demonstrate and remain in compliance with all applicable standards, prior to issuance of business license.

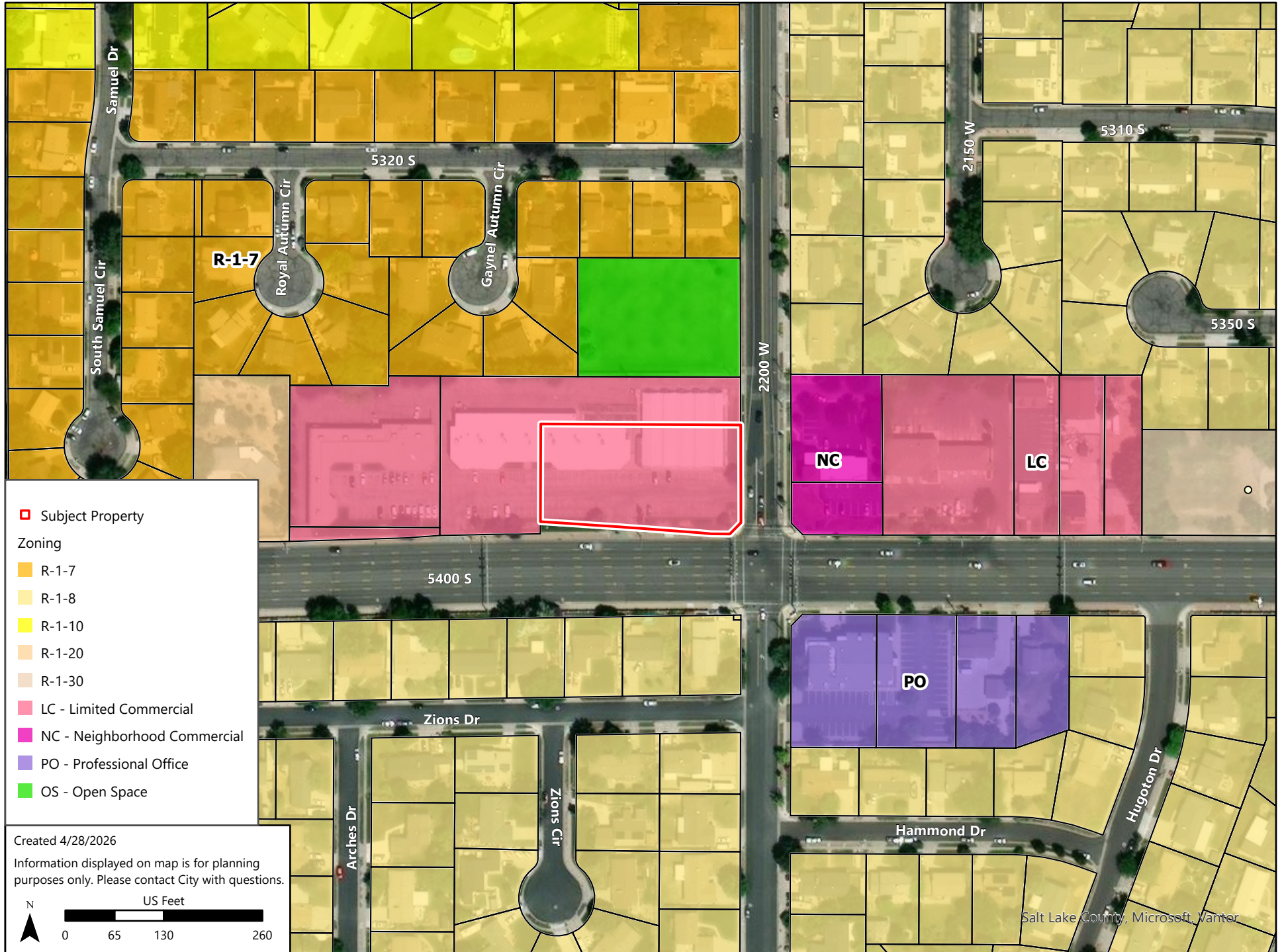
Staff Recommendation

Staff recommends the Planning Commission approve File # 21C26-CUP-000601-2026, consideration of a nonadministrative conditional use permit to operate a secondhand goods store 2238 W. 5400 S. in Taylorsville, Utah, subject to the findings and conditions in this staff report.

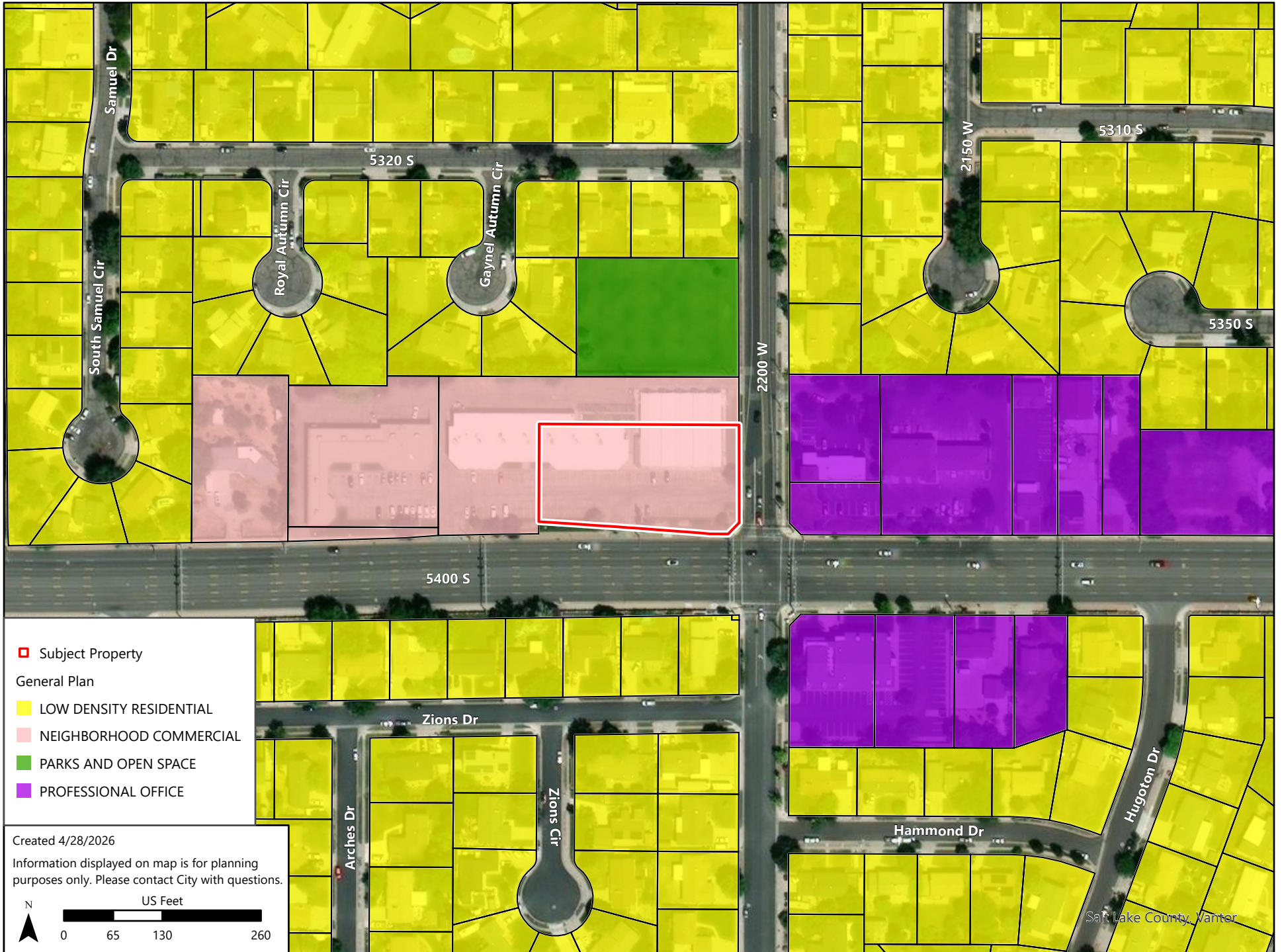
Recommended Motion

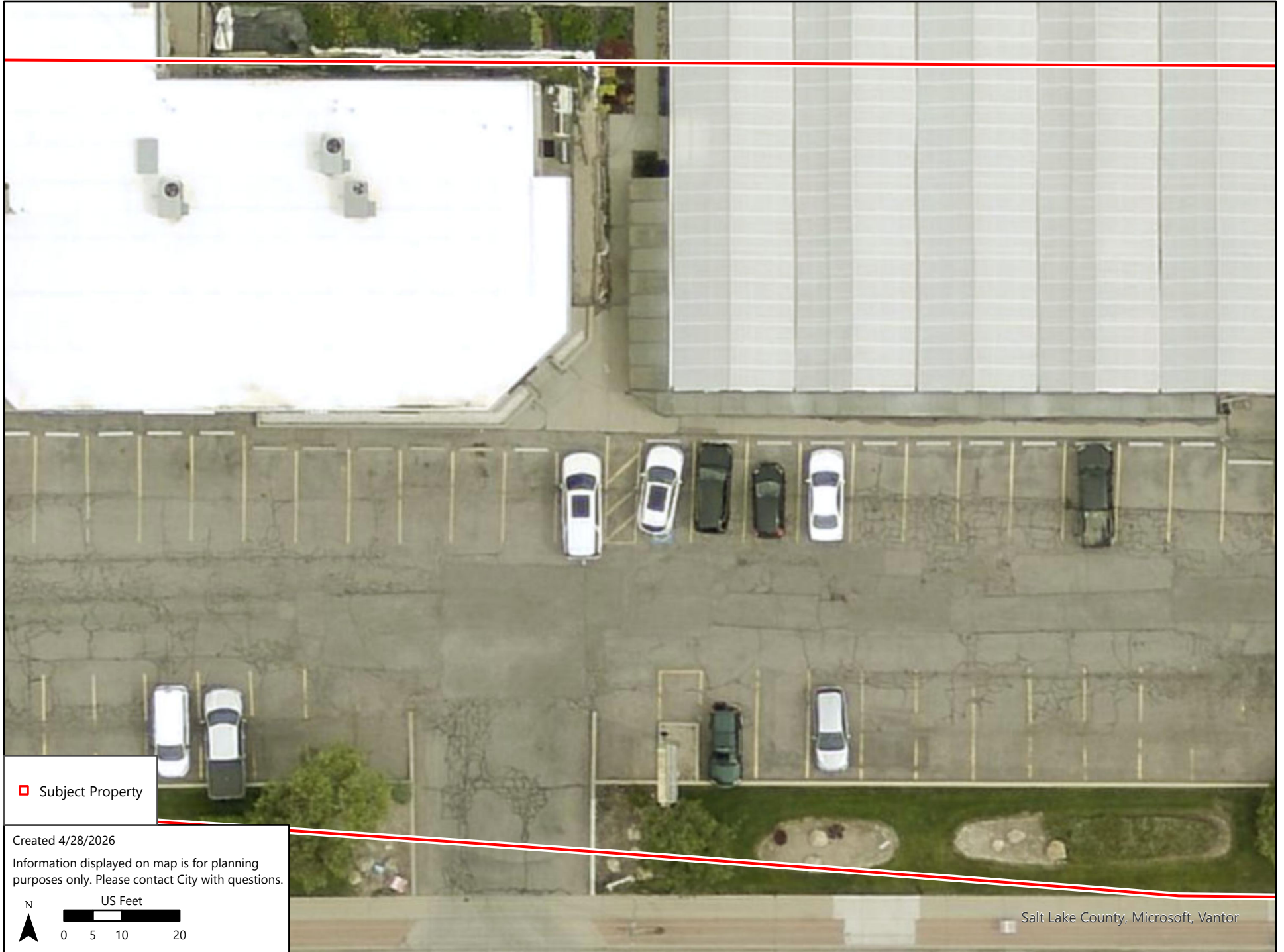
I move that we approve File # 21C26-CUP-000601-2026, consideration of a nonadministrative conditional use permit to operate a secondhand goods store 2238 W. 5400 S. in Taylorsville, Utah, subject to the findings and conditions in this staff report.

Zoning Map: 2238 W 5400 S



General Plan Map: 2238 W 5400 S



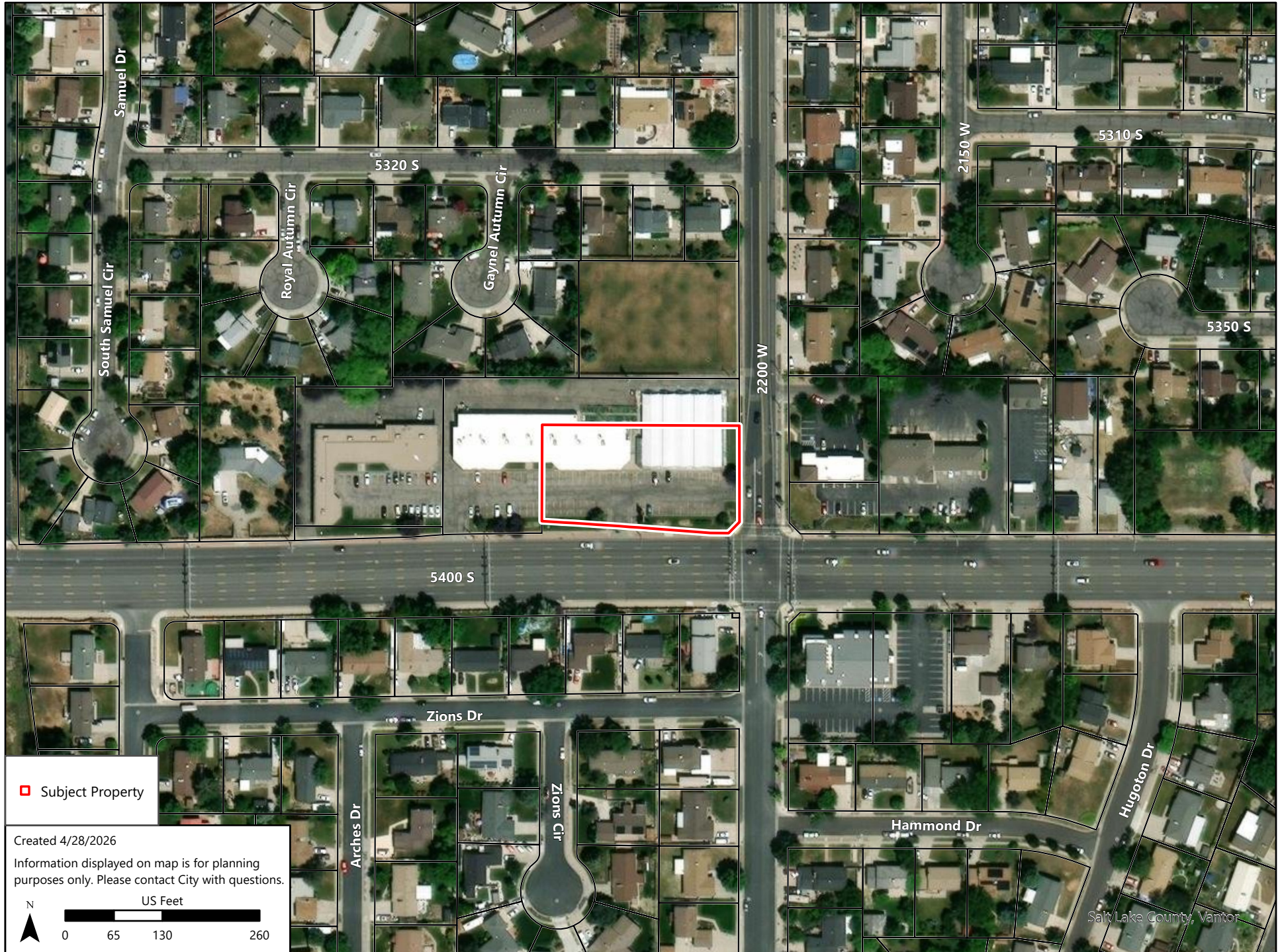


■ Subject Property

Created 4/28/2026

Information displayed on map is for planning purposes only. Please contact City with questions.





■ Subject Property

Created 4/28/2026

Information displayed on map is for planning purposes only. Please contact City with questions.



Property Owner's Affidavit

I (we) Arnon S Golcher, being first duly sworn, depose and say that I (we) am (are) the current owner of the property involved in this application: that I (we) have read the application and attached plans and other exhibits and are familiar with its contents; and that said contents are in all respects true and correct based upon my personal knowledge.

Owner's Signature

Owner's Signature (co-owner if applicable)

Subscribed and sworn to before me this 14 day of April, 2026.



Residing in Salt Lake Notary Public

My commission expires: 9-1-27

Agent Authorization

I (we), Arnon S Golcher, the owner(s) of the real property located at 2235 West 5400 St, Taylorsville, Utah, do hereby appoint Johanna Durr as my (our) agent to represent me (us) with regard to this application affecting the above described real property located in the City of Taylorsville, and authorize Johanna Durr to appear on my (our) behalf before any City Board or Commission considering this application.

Owner's Signature

Owner's Signature (co-owner if applicable)

On the 14th day of April, 2026, personally appeared before me the signer(s) of the above Agent Authorization who duly acknowledged to me that they executed the same.



Residing in Salt Lake Notary Public

My commission expires: 9-1-27



Business Plan



Secondhand Salamander

*5032 Galileo Lane, Taylorsville UT
801-584-9566*

*Prepared By:
Johanna Durham
President
secondhandsalamander@gmail.com*

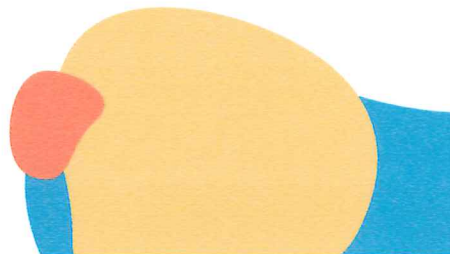


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Executive Summary

Mission Statement

It is Secondhand Salamander's ongoing mission to allow people of all socioeconomic statuses to create art, divert art supplies from landfills, create community, and build skills to make a more equitable and beautiful world.

Company History and Leadership Model

Secondhand Salamander is run by three women who love sustainability, crafting, and fighting inflation! Our names are Johanna Durham (our president), Jennie Flor (our treasurer), and Kim Watts (our secretary). In July 2023, one of our favorite places in Salt Lake City, Utah closed - it was called Clever Octopus Industries (COI) and was the only Creative Reuse Center (CRC) ever to exist in Utah. It operated for 8 years and we each became self-appointed emissaries of the center, with Johanna and Jennie even selling some homemade goods in their "local artists" corner. They provided community and adult art classes, low-cost and environmentally-friendly art and craft supplies, and crafty inspiration. They supported teachers, families, DIY amateurs, and true artists. All three of us believe strongly that all humans have the right to express themselves through art.

We know that the CRC business model is a sound one; there are likely over 150 in the US (there are lots of lists, such as the downloadable one at <https://www.valleyforge.com/sustainability>), with some as old as 50 years (<https://www.scrap-sf.org/about-us/mission-history>). Unfortunately, it seems like Clever Octopus struggled with some aspects of its business growth and administration and succumbed to those, although the management never officially released a statement about why it closed.

At the time of Clever Octopus's closure, Johanna was working as a teacher in our local school district, Jennie was working as a financial consultant, and Kim was working as a laboratory and business director. We all felt we had some, but not all, of the tools needed to rebuild a CRC. Between 2023 and 2024 we mourned the loss of the resource, frequently thinking, "I wish I didn't have to go to [insert big, national, craft store chain] just for this one little thing." Finally in April 2024 we decided we had enough pining, pulled ourselves together, and incorporated Secondhand Salamander as a state nonprofit organization.

Along the route to business-ship, we have found a pro-bono lawyer, Sammy Flitton, who is currently helping us submit our 501(c)(3) application to become a federal nonprofit. We have connected with patrons and previous employees of COI who share our vision. We have an amazing board of directors consisting of creative minds (by happenstance, they are all women as well) from across the Salt Lake Valley.

Over the last year, we have focused our efforts on getting our name out there by hosting community events such as craft swaps, participating in local farmer's markets, and partnering with local businesses.

Financial Projections

Company Goals

Our most immediate goals are (1) to provide classes (such as clothing mending, beginning crochet/ knitting/ sewing, etc.) and (2) to have a place to exist. The goals are interdependent; once we have somewhere to be, hosting classes will be much easier. Our main goal is to have a brick-and-mortar location where we can hold these classes and sell supplies, making art more accessible for everyone.

Company & Business Description

Company Purpose

Secondhand Salamander is a secondhand arts and crafts supply store. We take donations of materials from individuals and companies of yarn, fabric, paper, paint, and any other craft supplies to provide them to customers at a steeply discounted price.

Mission Statement

It is Secondhand Salamander's ongoing mission to allow people of all socioeconomic statuses to create art, divert useful art supplies from landfills, create community, and build skills to make a more equitable and beautiful world.

Core Values

- Art should not hide behind a paywall. We are committed to lowering the financial barrier to access new artistic experiences and expression.
- We support human-driven art, including physical, visual, digital, and performing arts.
- We believe all people should be compensated fairly. Wage workers deserve a living wage.
- All humans, no matter their race, orientation, or social standing, are deserving of love and inclusion. Artistic expression is for all.
- Earth is our home! Sustainable art supplies add value to the environment and to our creative expression.
- We believe art is for all abilities, skill levels, and interests. We embrace neurodivergencies and know that differences make us stronger.
- Art is, and always should be, fun!

Team & Org Structure

Nonprofit 501c3
(application submitted and waiting to be approved)

Officers

- Johanna Durham - President
- Kim Watts - Secretary
- Jennie Flor - Treasurer

Board of Directors

- Elliot Holley - Chairperson of the Board
- Indy Gordon - Vice Chairperson
- Jax Jackman - Secretary
- Carilyn Andersen
- Heidi Gordon
- Anna Nielsen
- Alise Anderson

Products and Services Line

Product Offering(s)

Secondhand arts and crafts supplies, including but not limited to:

- Fabric
- Yarn
- Notions
- Crafting Paper
- Scrapbooking supplies
- Paint
- Leather scraps
- Stamps
- Ribbons
- Crafting magazines
- Patters
- DIY Kits

Service Offerings

Craft Swaps (free)

- A free event where people can come donate arts and crafts supplies and take home some for free.

Arts and crafts activities (optional donation)

- Collaborations with other groups to offer supplies and activities.
- Activities held at the Secondhand Salamander store to build community and artistic expression

Lessons and classes (donations encouraged)

- Classes taught by artists/experts to build skills in repairing, creating, or otherwise making art.

Pricing Model

Secondhand Salamander has a pay-what-you-can model. We highly value making art supplies accessible for all demographic groups, including all socio-economic groups. Items are priced by weight, such as:

- Fabric - \$4 a pound
- Paper - \$2 a pound
- Yarn - \$0.25 an ounce

The price is then quoted to the customer as the low end of what they can pay, and donations more than that are welcome.

If we have an excess of a particular item, we may do sales such as "Fill-A-Bag" for a dollar, or offer free items with a purchase.

Market Analysis

Target Market

Our target market is people who create art and craft, but would rather thrift their supplies than purchase from a big box store. We have found success among college students who often do not have the extra funds to buy high end craft supplies, as well as those in the LGBTQ+ community who care about self expression. We also have a solid market in women over 50 who spend a lot of time crafting, quilting, or creating other art, either for charity or for their own enjoyment. Another market we've found success in is those who create art for a living, and purchase supplies in order to build their own business.

Buyer Personas

Our ideal customer is someone who cares about sustainability and the planet and loves to create. They could be a quilter who would rather not spend all their social security money on fabric, or a mixed media artist who is looking for new materials to add to their art. They could also be someone who loves art, but is looking for a place to ethically purchase their supplies without going to a big box store.

Location Analysis

Our current location has been at farmer's markets where we've built our base and have seen a lot of success. Having a permanent location would help us continue to build our audience and have consistent hours throughout the year where people can reliably find us.

Competitor Analysis

As of right now, there is no other creative reuse center or secondhand craft supply store in Salt Lake City. There is one other creative reuse center in Utah that has a physical location called Making Space. Adjacent competitors could be other bigger

thrift stores, such as Ross or Deseret Industries, although ours is more niche and less generalized.

Generally, creative reuse centers don't have a lot of competition with each other as they would rather work together as a common goal. For example, Secondhand Salamander has collaborated with Making Space to take some of their extra donations when they were feeling overwhelmed, and we have reached out to them to let them know that we are willing to share any donations we get if they are running low on any particular supply.

Competitor Name	Comparative Strength(s)	Comparative Weakness(es)	Counterpoint(s)
Making Space - Located in Provo	We are located in Salt Lake City, so we are open to a whole different market. Their focus is on fabric and yarn while our focus is on multiple different arts and crafts.	They have been going for about 3 years and are on their second location. They are also not a nonprofit, so can operate as a business model.	Working as a nonprofit can have more red tape, but it can also offer deeper discounts on items and can seek funding from multiple different sources rather than just relying on customers.
Ross - Various locations	Their focus is on clothing, which we don't offer. Our main product is arts and crafts supplies.	Widely known	As a more specific kind of thrift store, our customers are not looking for items like clothing, which makes the competition with Ross insignificant.
Deseret Industries - Various locations	Their focus is very general, while ours is more specifically focused on arts and crafts supplies.	Widely known	As a more specific kind of thrift store, our customers are looking for arts and crafts supplies, not general thrifted products.

Marketing Plan

Positioning Strategy

There are three main drivers why buyers would be interested in our products: financial incentive, a moral push for sustainability, and community based connection. As we are a thrift store, the financial benefits of shopping with us are clear - you will not find cheaper arts and craft supplies anywhere else. This is a huge motivator for customers. The moral benefit to shopping with us is that customers know that everything we offer is secondhand. We allow people to donate their supplies so they don't have to feel guilty about throwing them away, and the people buying the supplies know that we are not generating items that deplete the environment. The final aspect, community connection, comes from both our physical storefront where you can donate or buy new items and our classes and events that we put on with other groups. This allows people with similar interests to gather together and participate in activities that uplift them as a community.

Our biggest challenge for potential buyers is that we are a local company based in Salt Lake City, so they have to live nearby to participate in our services. Though we cannot physically serve groups that are not local, our online presence also serves to spread awareness of our mission and help inspire like minded people to look for sustainable ways to make art in their own communities.

Acquisition Channels

We have advertised a lot through social media like Instagram and Facebook, as well as having a website that is regularly updated. We have also built a great customer base through farmers' markets, craft fairs, and other events we have attended. We also host public craft swaps and activities where people have found us and followed us.

Tools and Technology

Presently our marketing team uses Instagram, Facebook, and our website: secondhandsalamander.com.

Sales Plan

Sales Methodology

We are pursuing an inbound sales strategy where we expect the customers to come to us. At this point we have done a lot of outreach through social media, farmer's markets, and community events/partnerships. Our strategy aligns with our goals of helping individual people access art, so any partnership we have done with other organizations or groups has been focused on selling to individuals, not businesses.

Sales Organization Structure

When we initially get a place, Johanna Durham will be primarily in charge of selling products and organizing services, assisted by Kim Watts. Once we get more established, we would like to hire assistants to sell products, sort donations, and manage the store.

Marketing will be headed by Jennie Flor, who currently runs our social media and does the graphic design for Secondhand Salamander. She will be assisted by our board of directors.

Sales Channels

Our main sales channel will be through the store. Once we are established we can then reach out to other stores like The Other Side thrift store and ask if we could set up some products in a corner. We will also then be more able to sell online, because we'll have an actual desk to operate the online store from. We'll be using our website and social media to advertise our products and services.

Tools and Technology

We will be relying mainly on social media and our website to advertise our store and products, although we would also love to reach out to local news stations, podcasts, etc.

Legal Notes

Legal Structure

Secondhand Salamander has applied to be a nonprofit with 501-c3 status. We have submitted the paperwork as of 3/11/2026 and are waiting on the determination letter.

Legal Considerations

As a 501-c3 we can accept donations of cash and products from businesses, individuals, and other organizations while giving them a tax break. The 501c3 has paperwork that we have submitted.

We also sell things to raise money for ourselves, so we do have to apply for zoning for a retail store. Since we are a thrift store, that also requires its own zoning/licenses. The requirements for filing for those permits depend on the city and area our physical store is, so we need to be approved for the space before we can apply for those permits.

Financial Considerations

Startup Costs

Market Fees/Applications for 2025: \$1,155.00

Professional Fees for 2025: \$435.92

Rental Fees: ???

- This is dependent on getting a physical store, but probably will be around \$3900 a month.

Sales Forecasts

Gross Sales Receipts from 2025: \$2,838.89

Projected sales forecast for 2026:

- With a physical store: \$30,000
- Without a physical store: \$10,000

Break-Even Analysis

In 2025, we broke even about halfway through the year, and everything past that was profit.

With a physical store, the goal is that with more availability and more open hours, we will be able to break even within a year and a half.

Projected P&L

Since all our stock is donated, the biggest loss we would have is towards rent. Obviously our sales forecast is a little short of our projected rental rate, but we have a general business loan to cover expenses until we can turn a consistent profit. Our goal is to begin turning a profit by June of 2027.

Funding Requirements

We currently have a \$10,000 loan to cover expenses while we are getting established. We will also be looking for grants and donations while also using our funding from sales to cover our expenses.

Exhibit H



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Exhibit H



Exhibit H



Exhibit H



Exhibit H



Exhibit H



Exhibit H

